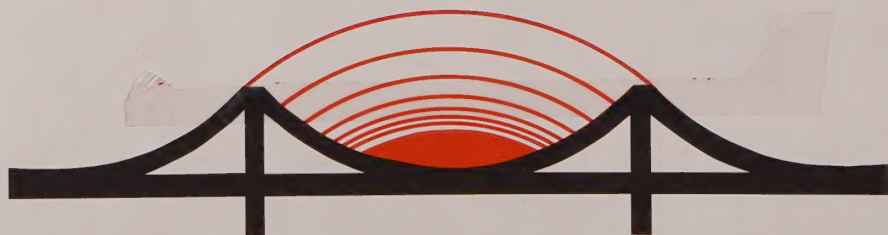


Regional Issues 1977

ARE CIRCUMSTANCES BEYOND OUR CONTROL?



The Bay Area today is influenced by a complex set of social and economic forces. Many of these forces have been of state, national or even international origin. From a regional perspective, at least six broad forces have brought about dramatic changes in the Bay Area, affecting where and how we live and work.

People and development

In the late 1840s most Californians lived in the gold fields. A decade later, those who had moved on usually had settled in the Bay Area.

As late as the 1880s two-thirds of all Californians lived north of the Tehachapi Mountains. But, as California experienced its greatest rate of growth during the 1920s, Southern California became the most populous part of the State.

In the 1940s, the Bay Area's population increased by 55% — its largest increase of any 10-year period since 1900. From 1960 to 1970, Alameda, Contra Costa, Marin and Santa Clara Counties grew rapidly — faster than Los Angeles County — although San Francisco's population declined by 3.3%. By July 1976, the Bay Area's population had increased to 4,895,000 — 5.5% more than the population in 1970.

Today's problems are not just related to how many people we have. They are also related to how much land is used for development, and to the number of houses, industries, roads and transit, retail establishments, and public services needed to serve more people. Air, water and solid waste problems are directly related to the Bay Area's total population, and where and how people live.

Californians are used to low density living. Even with dramatic population increases that made California the nation's most populous state in late 1962, there were still five acres of land for each Californian in 1965. California has vast reaches of virtually undeveloped and uninhabited land — much of it national forest. Many people think that these low densities mean we are using too much land.

More than 90% of all Californians live in cities that occupy only 2.5% of the State's land. This urbanization brings with it increased air and water pollution, noise and longer travel times.

The Bay Area's urbanized land in 1900 was only 83 square miles. Between 1900 and 1910 a large increase occurred when Oakland annexed more than 30 square miles. The most significant change in territorial growth in the Bay Area occurred in the 1940s and 1950s — when suburbs were rapidly formed around the bay. The urbanized portion of the region has grown from 42 square miles in 1852 to about 1,300 square miles today. Yet, in the urbanized area, population density has dropped over the last 40 years.

Until recently, California's population growth was characterized by large-scale immigration, which reached its peak during World War II. The greatest influx occurred in 1944, when 582,000 people moved into the State. Between 1960 and 1975, migration into the Bay Area declined and leveled off. Each year between 1960 and 1970, an average of 54,000 more people came into the region than left it. Since 1970 the figure has been about 16,000 a year. Since 1965, household size in the Bay Area — as well as the nation — has declined significantly, reflecting increases in the number of single-person households and the desire of many younger families to have fewer children than those of previous generations.

In the next few years, the Bay Area will continue to experience population increases and additional conversion of land to urban uses, but not at the same rates as in previous years. These rates will continue to be uneven among counties. Older central cities will continue to lose population, while some suburban areas will grow rapidly.

Jobs in an uncertain economy

The population growth that has occurred in the Bay Area over the last few decades wouldn't have happened without a substantial increase in employment opportunities. These opportunities occurred in a wide variety of industries — for example automobile manufacturing, transportation and business services — and in the public sector — primarily in the military, education and local and Federal governments. As early as 1850, the Bay Area had become the major transportation, trade, and financial center of the West. More recently, industries such as aerospace and electronics have grown in the region because of a large number of highly skilled residents.

Although there were economic problems during the 1960s and early 1970s, the Bay Area continued to attract people convinced of substantial employment opportunities. However, unemployment is more intense in the Bay Area than in the rest of California and

the nation. In late 1976 more than 155,000 were out of work. The Bay Area's jobless rate was 11.3%, compared to 9.7% for the State and 7.8% nationwide.

Jobless rates in Contra Costa, Marin, San Francisco and San Mateo Counties have nearly doubled since 1970. In the two counties that have gained most in population since 1970 — Santa Clara and Sonoma — the jump in unemployment rates was about 50%, while the increase in Napa and Solano Counties was about 10%.

Over the past year consumer prices, which rose at about the same pace as the average weekly earnings of fulltime workers, cancelled out pay gains. Inflation was about the same in the region as it was nationwide. Increased economic uncertainty has accelerated the demand for public programs to serve the jobless and under-employed, the poor, and the elderly.

Nationally, few manufacturing industries are expected to show rapid growth in employment. The Bay Area is fortunate to have some of those with good growth potential, particularly computing machinery, electrical equipment and supplies, and instruments. In addition, more retailing and personal service employment is expected. In general, however, economic uncertainty is likely to be with us for some time.

Hurt most by economic problems are those with few skills and little education. Problems of the poor are aggravated. Property owners and investors are also hurt by inflation and high interest rates.

Local governments have traditionally relied upon urban growth and economic development to bolster revenues to provide governmental services. Private sector wage increases are accompanied by public sector increases, and other government costs have increased as well. Yet the revenues available to cities and counties are not rising as fast as the demands for — and the costs of — services for people and for other public activities.

Unemployment in the foreseeable future is expected to remain high, and local governments can do little to affect national trends. But unemployment and other economic uncertainties will place greater fiscal pressures on local governments. More and more, Bay Area decision makers in both the public and private sectors will have to consider the effects their actions will have on employment opportunities.

Facing the social issues

National policies to help Americans survive the depression of the late 1930s sparked major new actions to improve living conditions. California's labor problems intensified during this period because the State wasn't equipped to deal with the social unrest that accompanied slow economic recovery. World War II brought thousands of people, including many blacks, to the Bay Area to work in wartime industries. They didn't always find decent housing, schools or health services.

Federal housing and urban renewal policies starting in the 1940s, Supreme Court decisions about racial segregation in public schools starting in the 1950s, and the civil rights and antipoverty movements starting in the 1960s were key factors in triggering social change in America. They also changed the character of local government.

The farm workers dramatized the plight of the Spanish-speaking — California's largest ethnic minority. Student unrest at California universities preceded a decade of national campus unrest. There was an increasing feeling that American society had tolerated economic and educational discrimination against racial minorities, women and the elderly. This has meant more expenditures for public social services.

Social problems in the Bay Area remain severe. A large number of families are below the poverty level — 8.5% of all families. Too many of the region's housing units (11%) are inadequate — either substandard or overcrowded or both. Ethnic minorities are concentrated in a few small communities and in the older urban centers. Unemployment rates since 1970 have skyrocketed as much as 100% in some counties. In recent years, new emphasis has been placed on mental health, and there is increasing concern over high divorce rates, alcoholism and drug use.

Local governments bear much of the financial costs of schools, welfare and health services. Federal and State mandates in these fields haven't always been accompanied by adequate authority to make decisions and raise money. This problem had led some

people to advocate shifting all welfare costs to the Federal government, and shifting school costs to the State government.

Some of the region's older cities are still seeing the flight of residents to the suburbs. City residents are concerned about rising crime and drug use, but suburban residents are finding that such problems are not limited to central cities, or to racial and income distributions.

In the future, social problems will probably continue to create pressures on local governments to implement programs that serve people with special needs. Confusion has existed about which governmental level should be responsible for what social programs, and how those programs should be paid for. It is likely to take some time to resolve this confusion. But local governments can together advocate their recommendations for more rational policies on providing and paying for social programs and services.

The tough environmental problem

The Bay Area has been in the forefront of activities to achieve a clean, healthy environment. Concern by Bay Area citizens led to the formation of several regional regulatory agencies. These special-purpose agencies were created by the State to regulate public and private actions and preserve the region's incomparable environment. The Bay Area Air Pollution Control District, the Regional Water Quality Control Board, the Bay Conservation and Development Commission, the Metropolitan Transportation Commission and two regional coastal commissions either directly or indirectly affect development.

Despite substantial progress in environmental management, environmental problems still exist. Much more needs to be done to clean the air, remove pollution from San Francisco Bay and our lakes and rivers, and find new ways to dispose of or reuse wastes. For example, oxidant, commonly called smog, is the most severe air pollution problem in the Bay Area, and Federal standards for oxidant are exceeded many times a year in several places in the region. Water quality problems occur throughout the region. If current trends continue, most landfill sites will be filled within 10 years. A current State policy calls for a 25% reduction in wastes going to landfills by 1980.

Federal and State air and water quality legislation, and laws requiring the assessment of environmental effects of proposed projects and programs, have changed the process of making development decisions.

The preparation of these required environmental impact documents has generally meant better information for making public decisions. But it has also lengthened the time necessary to finish a project, and has increased the cost of government and private development. Partly in response to this, State requirements have been simplified through recent legislation. There is growing dissatisfaction with the sheer number of procedures and permits required for proposed projects and the lack of a comprehensive review of such proposals.

The latest trend of Federal and State actions is to delegate to local governments the responsibilities for carrying out environmental quality programs for air and water quality, solid wastes and the protection of critical environmental areas such as San Francisco Bay and the coastline. The State legislature may adopt similar programs for other environmental resources such as wetlands, wildlife habitats and agricultural lands. And local governments may be asked to pay a larger share of future actions to clean up the environment.

In the future local governments will probably play a larger role in decisions that affect the region's environment. A major issue facing the Bay Area is how to make regional decisions that simultaneously account for a variety of community goals — environmental, social and economic — without sacrificing one important public need solely for another.

The gloomy energy picture

The world is gradually running out of oil. Unless consumption rates change, the world is likely to run short of oil about 50 years from now. Transportation accounts for about 60% of all oil consumed in the State.

As energy supplies decrease, fuel costs are expected to increase. Public transit ridership must increase, with transportation agencies making increased investments to improve service in areas now served by transit and to provide services to new locations and riders. However, two of the largest transit operators — the San Francisco Municipal Railway and AC Transit — are being forced to reduce service because of rising costs. Improved transit will cost money, and this will either have to come from higher fares or new revenue sources.

The almost certain reduction in energy supplies will add to the costs of home heating and industrial activity. Housing costs can be expected to increase even more as a result of any new energy conservation requirements.

Energy conservation programs will more than likely be added to the long list of social and physical programs carried out at all government levels.

Energy shortages are predicted and will affect how Bay Area residents live in the future. The rising costs of gasoline may in time cause shifts in the ways people get to and from work and in the ways they use their leisure time. A Federal or State policy may bring new requirements on structural insulation and heating for local governments to administer. Other energy conservation measures may also require local government action.

Making public decisions

Tension has always existed in America between those who favor a strong centralized system of government and those who want local governments and local organizations to exercise primary decision-making responsibilities for government actions. Such tension is useful when it means progress in solving problems through cooperative government actions.

Another swirl in the marble cake of American government is the requirement for broad-based public participation in Federally funded programs of local agencies. Beginning with housing and urban renewal programs, and continuing with antipoverty and environmental legislation and the revenue sharing programs, local governments have been made more and more responsible for ensuring that the public participates openly in the process of making decisions. Similarly, political parties feel obliged to involve more segments of the public.

More public participation has made the process of making decisions more complex and has extended the time needed to reach final agreements. Demands for more services have led to new government functions and agencies, and thus more tax dollars are spent.

Many people believe government is too big and complicated. Many advocate a reexamination of public functions to determine which level of government can best perform them. In the next few years we are bound to hear more about government reorganization and "sunshine" and "sunset" legislation. "Sunshine laws" mean reaching public decisions in public and not in private. California may improve its currently high standards in this area of policy making. There will probably be more Federal and State "sunset" proposals that would end programs considered ineffective or no longer needed.

The government we have, composed of many levels with a mutual interest in expanding public participation, won't necessarily lead to more efficient delivery of services. Any effort to reduce government complexity must weigh the need for efficiency with the needs for checks and balances, and for responsiveness to the public. Despite it all, the idea of government remains the same: to consider the needs of all citizens and to consider all possibilities.

In recent years major changes have occurred in the way public decisions are made. Federal legislation — including general revenue sharing, community development block grants, and the EPA 208 environmental management program — has given cities and counties new opportunities to make local decisions about the use of national resources. New ways should be sought for strengthening local governments' capacity to act individually and together, consistent with public involvement and financial responsibility.

Acting together as a region

Future decisions about the Bay Area will have to reflect population changes, new development patterns, the need for jobs, and social and environmental concerns. Energy shortages may pose a threat, but they may also mean opportunities to revitalize existing urban centers. ■ For 16 years a variety of regional issues in the Bay Area have been addressed by local governments acting together through the Association of Bay Area

On securing agreements and resolving conflicts

Urban development has many localized effects. Effects on the region as a whole become apparent as some suburbs and central cities continue to grow or change character. A key concept of the Association's Regional Plan, adopted by the General Assembly in 1970, is that of a "city-centered region." Reaffirmation of this concept would emphasize that urban (and especially residential) development should take place where sewers, streets, schools, transit and hospitals are available but not fully used. It would also emphasize that jobs be created throughout the region for all residents, and that existing housing be conserved and made available wherever possible to all income groups. This kind of development aids in conserving energy and water, and ensuring adequate public transportation — which in turn improves air quality.

Local governments, through regional actions, could go on to identify basic facilities, services, and public and private resources that should be available within any community, and they could try to ensure that those jurisdictions needing help would get it. They could also develop guidelines for where, when and how fast urban development should occur in the Bay Area. Similar guidelines could be developed for all areas of critical environmental concern — for example, wetlands, marshes, mineral deposits, and scenic resources such as ridgelines — to protect them from urban development.

- These concerns lead to several questions:
- What regional actions can local governments take to determine where urban development should and should not occur?
 - What regional actions can local governments take to determine the effects of regionally significant projects — on such things as jobs, housing supply and the environment?
 - What regional actions can local governments take to maintain and enhance the region's major urban centers?

On sharing public benefits and costs

Local governments have been required to provide new services without adequate funds to pay for these activities. And there doesn't seem to be an equitable way to raise more money locally. This has led many people to advocate a number of changes that would enable all local governments to serve citizens better.

One suggestion has been that complete property tax reform would improve the ability of local governments to direct growth and resist development pressure in critical environmental areas, because it would not tie local revenue-raising ability so closely to property. Another suggestion has been State enactment of a regional tax-sharing system, such as that used in the Minneapolis-St. Paul region.

Governments. Many issues of course are not regional, and are addressed by local, State or Federal governments. But regional issues are becoming more complex, and it is more widely recognized that they cannot be solved by cities and counties acting alone. ■ Pollution, jobs, energy, sprawl, inadequate housing, public transit, revenue inequities . . . the problems are serious. They raise important questions outlined below for General Assembly discussion.

The State Supreme Court has directed the State legislature to redress fiscal inequities among local school districts. Among possible solutions are a Statewide property tax for education, higher sales taxes and dramatic revisions in school district boundaries to equalize assessed valuations. In addition to changes in school finance, fiscal changes might be linked with shifts in welfare and health costs entirely to the State or Federal level.

With any of these changes local governments might have improved ability to close gaps between needs and resources.

In addition, with these changes local governments might then be able to share in the cost of regional public facilities such as museums, sports arenas, zoos, special schools and theaters.

Suggestions for fiscal changes lead to these questions:

- Should local governments request a complete State review of the financial responsibilities borne by local governments?
- Should this evaluation include, in addition to changes in school finance, a look at: effects of shifting all health and welfare costs to the Federal or State level? opportunities for sharing among local governments financial resources generated by new development in the region (as is now the case in the Minneapolis-St. Paul area)? changes in property assessment policies? costs of local government activities required by State or Federal governments?

- Should regional actions be taken by local governments to share the costs of important regional public facilities such as museums, zoos and sports arenas?

On carrying out regional decisions

In a complex region, there are many social and economic objectives for improving the quality of life. The problem is that often these objectives conflict with one another. For example, a new freeway needed to move people and commodities can at the same time destroy housing or beautiful open lands.

No magic formulas exist for reaching a "balance" between a reasonable level of development, providing jobs and housing, and a steady progress in cleaning up the environment. The advantages and disadvantages of each proposed project or potential action of regional significance must be fully examined and carefully weighed before a final decision is reached.

This suggests at least two issues for Bay Area local governments:

- What actions should cities and counties take to strengthen their ability to reach decisions on tough regional issues requiring careful evaluation?
- What actions should local governments take to ensure that such decisions actually guide the region's future?

The region's people

4.9 million people live in the Bay Area

- In nine counties with populations ranging from less than 100,000 to nearly 1,200,000.
- In 93 cities varying in size from a few hundred to more than 600,000.
- In counties that contain as many as 19 cities, and as few as one.

The Bay Area has a larger population than each of 36 states! The land area (7,000 square miles) is about the size of the State of Massachusetts.

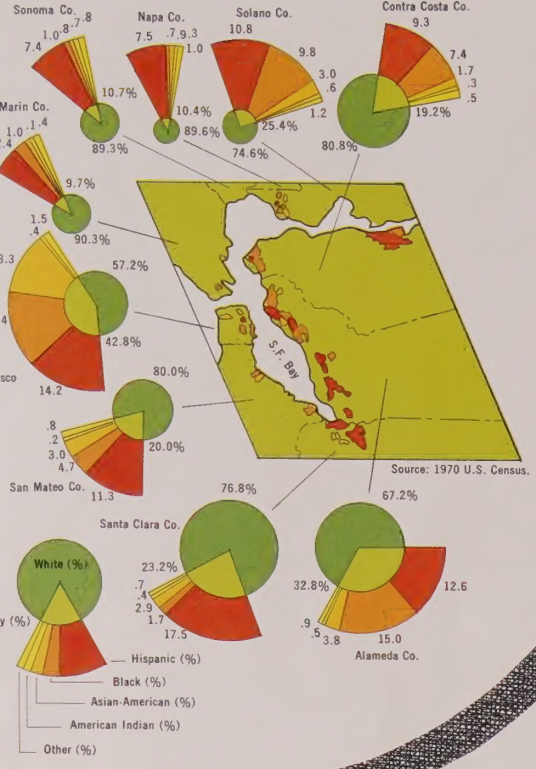
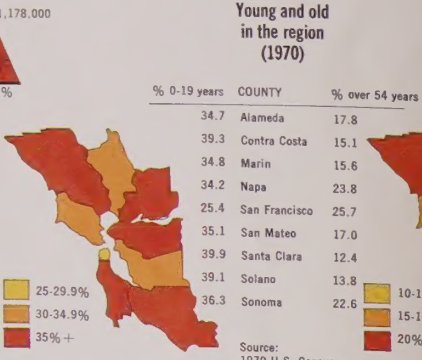
- Many suburban communities are growing rapidly as more and more families move in.
- Families need housing — and schools, streets, water and sewer lines, police and fire protection and garbage collection.
- School age children were 27% of the region's population in 1970, but in the newer suburbs of Contra Costa, Solano and Santa Clara Counties, more than 30% were of school age. Children 5-19 years old made up less than 20% in older urban centers such as San Francisco and Berkeley that are completely built up and declining in population. Some older cities and suburbs are, in fact, closing schools.

Most persons aged 55 to 64 live in 1- and 2-person households and in larger cities. The highest percentages of people 65 and older are found in the more dense, older cities — San Francisco, Oakland, Berkeley — or in the scattered small communities of the north bay.

* Retired people, many living on fixed incomes, have special needs: for health care facilities, income and housing assistance, public transportation and recreation programs.

Ethnic minorities are concentrated in few communities

- The highest percentages of racial and ethnic minorities live in the larger, older cities — in parts of San Francisco, San Jose, Oakland, Berkeley, Richmond and Vallejo — and in East Palo Alto.
- Hispanic (or Spanish-surnamed) people are the largest minority in all Bay Area counties except Alameda. The highest Hispanic percentage — 17.5% — is in Santa Clara County.
- Blacks are 15% of the population in Alameda County and 13% in San Francisco. In the north bay counties and Santa Clara County blacks are less than 2%.
- 13% of San Francisco's population is Asian American. In the other 8 counties the percentages range from .8% to 8.8%.
- The Bay Area's minority profile is: Hispanic — 13%; Black — 8%; Asian American — 4.4%; American Indian — 4%; All other — .9%. Total 26%.

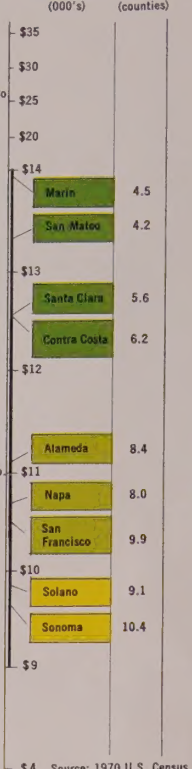
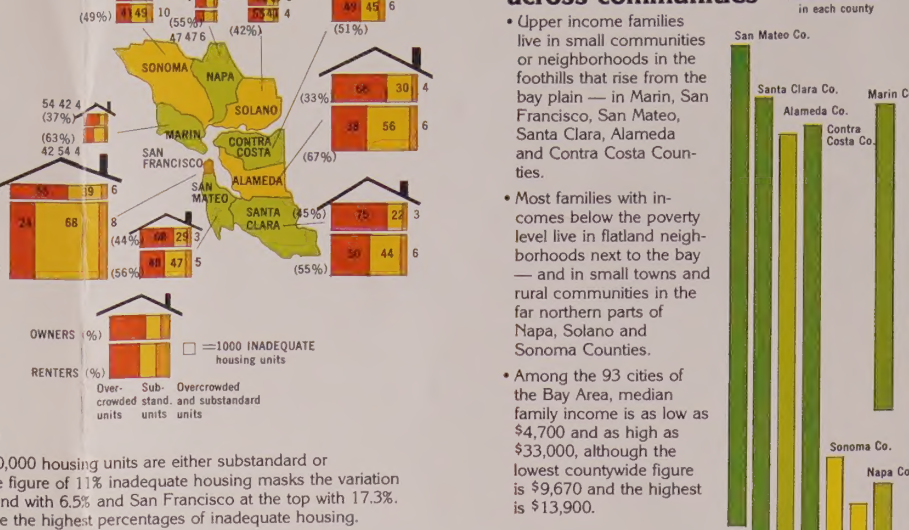


| COUNTY | TOTAL HOUSING UNITS (1970) | TOTAL INADEQUATE UNITS (1970) | % INADEQUATE |
|---------------|----------------------------|-------------------------------|--------------|
| Alameda | 379,366 | 43,510 | 11.4 |
| Contra Costa | 177,837 | 15,359 | 8.6 |
| Marin | 76,684 | 4,614 | 6.5 |
| Napa | 26,481 | 2,484 | 9.4 |
| San Francisco | 310,892 | 53,600 | 17.3 |
| San Mateo | 189,826 | 15,128 | 8.0 |
| Santa Clara | 335,128 | 30,772 | 9.2 |
| Solano | 93,244 | 5,746 | 10.8 |
| Sonoma | 76,299 | 9,179 | 12.0 |

Source: ABAG compilation based on 1970 U.S. Census.

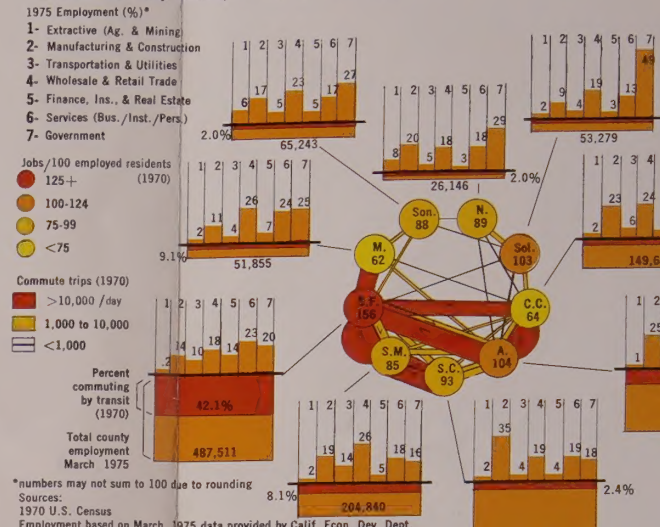
Many are poorly housed

- More than 180,000 of the region's 1,600,000 housing units are either substandard or overcrowded — or both. The regionwide figure of 11% inadequate housing masks the variation among counties, with Marin at the low end with 6.5% and San Francisco at the top with 17.3%.
- Older urban centers and rural areas have the highest percentages of inadequate housing.



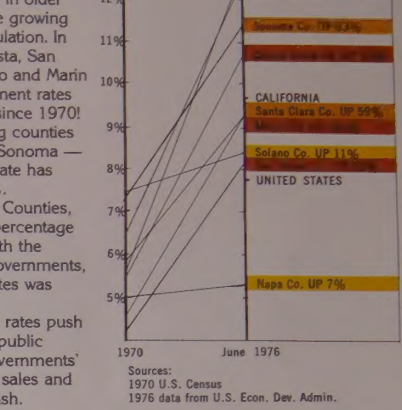
The region's employment opportunities are varied

- In 1975 the largest proportion of the region's jobs (22.5%) was in government agencies, followed by manufacturing (including construction) — 22%, trade — 21% and services (business, institutional) — 19%.
- Solano County has the highest percentage of government jobs — 49%. Napa County was second with 29%, San Mateo (16%) and Santa Clara Counties (18%) were lowest. Local government was the largest provider of government jobs in eight counties. In Solano County it was the Federal government.
- Santa Clara County had the largest percentage of jobs in manufacturing with 35%. Marin County was lowest with 11%. These two counties maintained the same percentages and ranking from 1970 to 1975. In that time the percent of manufacturing jobs rose in Napa and Sonoma Counties and declined in all the rest.
- In 1970 and again in 1975, suburban counties — Contra Costa, Marin, San Mateo and Sonoma — had higher proportions of jobs in wholesale and retail trade than the region's 19%.
- In services Marin County had the highest rate in 1975 with 24%, then San Francisco — 23%.
- More than half of the region's 131,000 jobs in finance, insurance and real estate in 1975 were in San Francisco where they made up 14% of the county's total.



Too many are out of work

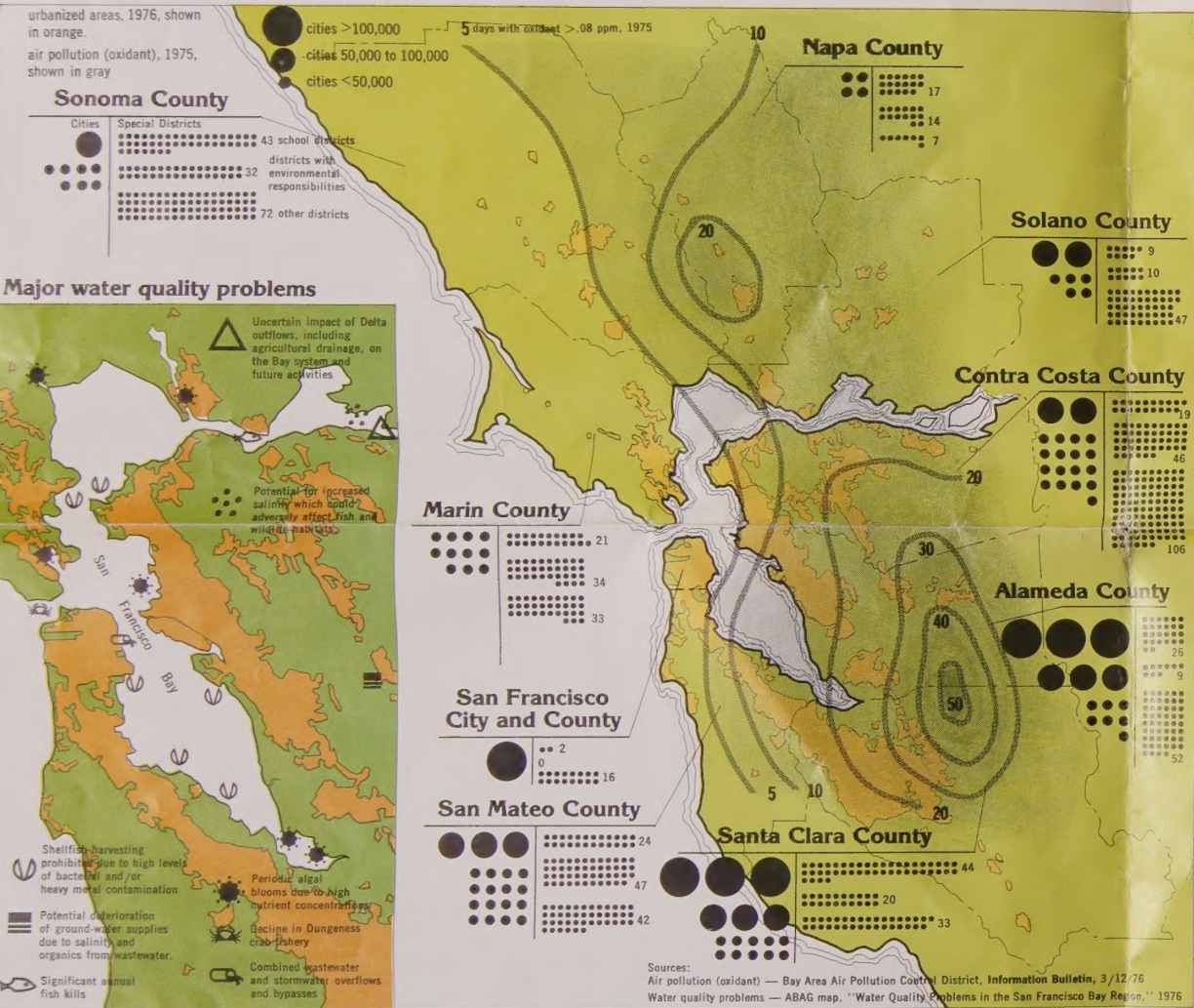
- Unemployment rates are higher and have risen faster in older communities that are growing slowly or losing population. In Alameda, Contra Costa, San Francisco, San Mateo and Marin Counties unemployment rates have jumped 100% since 1970!
- In the fastest growing counties — Santa Clara and Sonoma — the unemployment rate has increased about 50%.
- In Napa and Solano Counties, where a significant percentage of employment is with the Federal and State governments, the rise in jobless rates was about 10%.
- High unemployment rates push up expenditures for public assistance. Local governments' revenues from retail sales and other sources diminish.



Many people travel to work in other counties, but few use transit

- 70% of the jobs in the region in 1970 were centered in San Francisco (26%), Alameda (23%) and Santa Clara (21%) Counties.
- One half of Marin County's labor force worked outside the county, 34% in San Francisco.
- From San Mateo County, 29% commuted to San Francisco, another 10% to Santa Clara County.
- 28% of Contra Costa County's employed residents worked in Alameda County and 11% in San Francisco.
- Other intercounty commuters of 10% or more included Napa to Solano (14%) and Solano to San Francisco (11%).
- About 87% of the employed residents of San Francisco, Alameda and Santa Clara Counties worked in the county where they lived.

San Francisco Bay Region



Governmental complexity

Local decision making in the Bay Area involves nine counties, 93 cities and 825 special districts. One quarter (205) of the special districts are school districts. Another quarter (212) have environmental responsibilities. More than 400 are concerned with a broad variety of functions ranging from neighborhood street lighting to large-scale redevelopment to transit.

In the environmental management field, decision making is further complicated because every level of government has a role. Federal and State requirements for air and water quality improvement are aimed at safeguarding public health and protecting marine life.

In addition, a large number of regional and local agencies are charged by law with:

- conservation and protection of critical areas — bay shoreline, ocean coastline, agricultural lands, parks and open spaces;
- conservation and protection of critical resources — water supply, endangered species, unique crops, minerals in short supply; and
- minimizing personal injury and property damage from environmental hazards.

In the Bay Area, special purpose agencies with subregional (portions of two or more counties) and regional jurisdictions include:

- Bay Area Air Pollution Control District
- Bay Conservation and Development Commission
- Bay Delta Resource Recovery Board
- Central and North Central Coastal Commissions
- East Bay Municipal Utility District
- East Bay Regional Park District
- Metropolitan Transportation Commission
- North Marin County Water District
- Regional Water Quality Control Board
- Valley Community Services District
- Wastewater Solids Study Agency

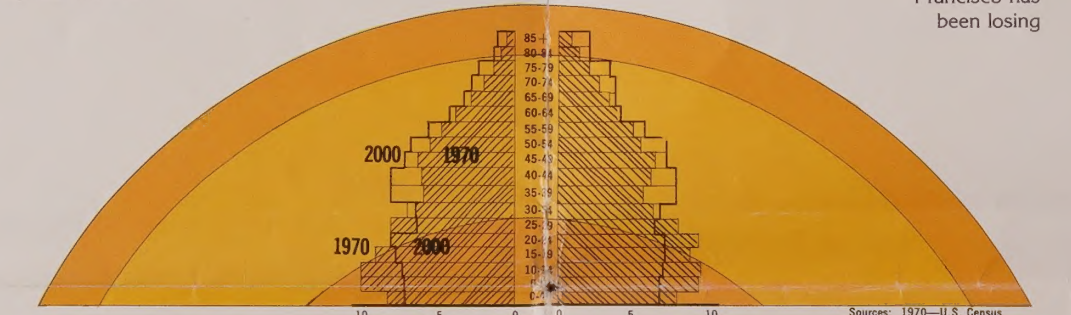
At the local level, nine counties, 93 cities and 212 special districts make environmental decisions. The districts are

concerned with water supply and conservation, wastewater and sanitation, waste disposal, flood control, drainage, parks and recreation, and resource conservation.

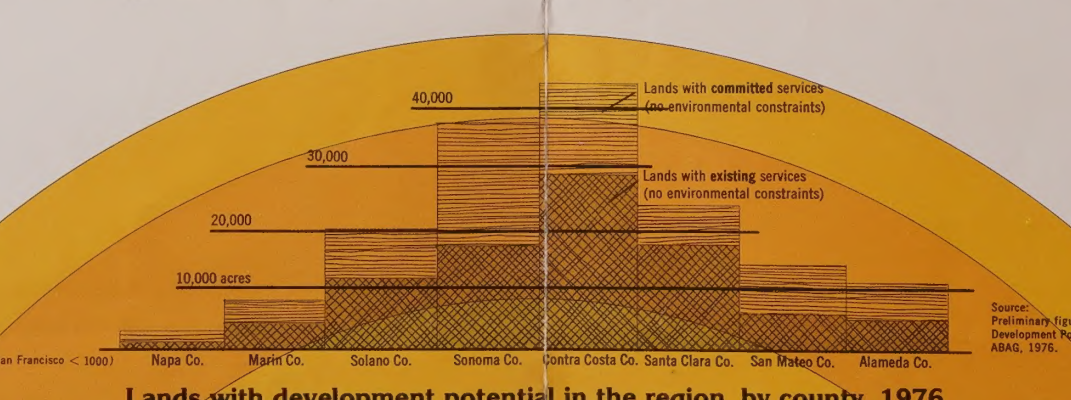
San Francisco, as a city and county, has no special districts with environmental responsibilities. It contrasts sharply with San Mateo County. There, environmental decisions are shared among the county, three medium sized cities, 16 smaller cities and 47 special districts.

Growth pressures

Population trends indicate that by the year 2000 — 23 years from now — the Bay Area will have many more older people, fewer children, smaller families and more 1- and 2-person households. Since 1970 the largest increases in population, housing and jobs have been in Santa Clara and Sonoma Counties. San Francisco has been losing



Age and sex composition of the region's population, 1970 and 2000



Environmental problems

The severity of air pollution problems is measured by the number of days in a year that Federal or State standards are violated. There are Federal standards for oxidant, particulates, carbon monoxide, hydrocarbons, sulfur dioxide and nitrogen dioxide. The State has additional standards for lead, sulfate, hydrogen sulfide, ethylene and visibility reducing particulates.

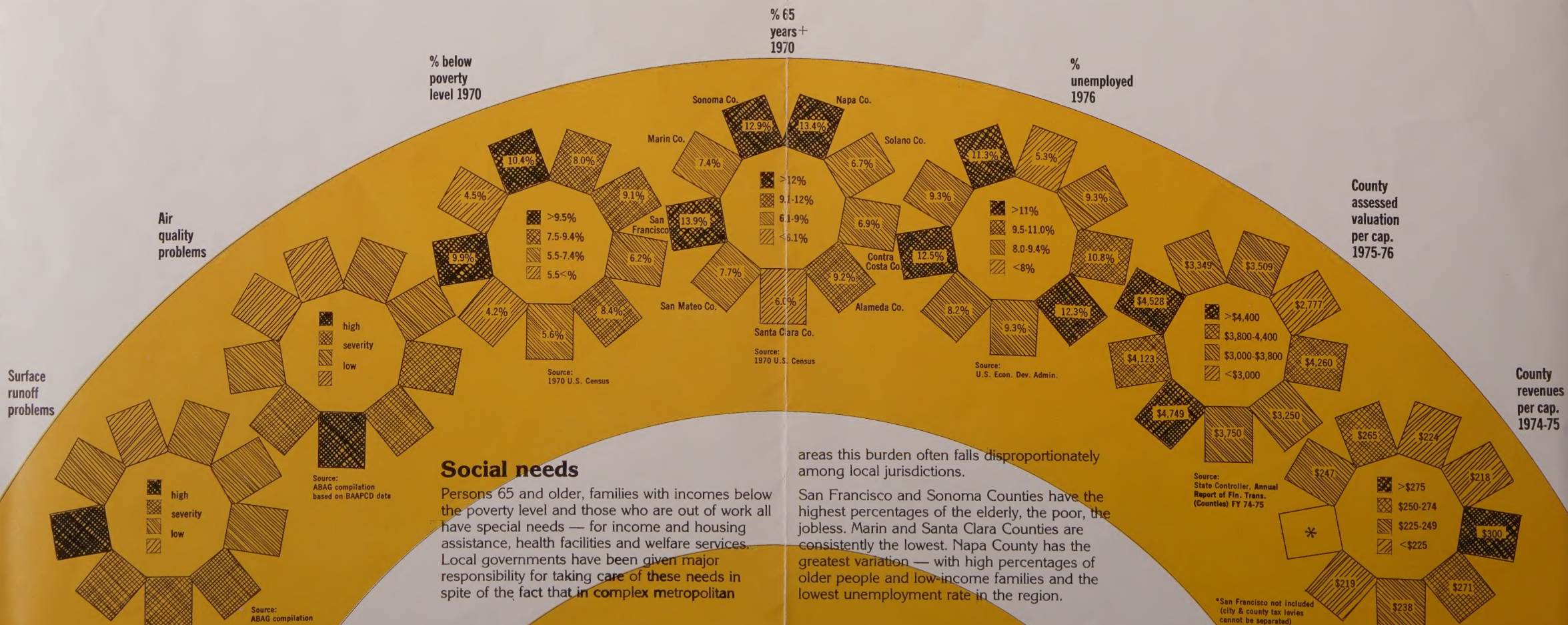
The map shows the 1975 distribution of oxidant, the most significant air pollutant in the Bay Area. Sources responsible for air quality problems may not be located in the same areas in which the problems are observed, since winds transport pollutants from one part of the region to another. According to 1975 data, oxidant is the principal problem. It is a severe problem in the south bay, less severe in the north.

In the last 10 years much progress has been made in controlling water pollution. A \$2 billion program to construct municipal wastewater facilities is now being carried out. Similar efforts are being made to clean up industrial wastewaters.

A major remaining problem is storm runoff. From 30 to 60% of some pollutants of the bay come from this runoff. The sources of storm runoff are diffuse, and the volume of water that carries the pollutants can be immense.

A potential problem relates to flow from the Sacramento-San Joaquin Delta into the bay. Not much is known about the effects of this delta outflow on the bay's ecology. There are reasons to believe, however, that changes in the characteristics of outflow, its quality or its quantity, could have significant effects on the bay system.

In 1975 the nine Bay Area counties produced 10 million tons of municipal, industrial and agricultural wastes that needed disposal — about two tons per person. Ground and surface water quality has been impaired in areas next to landfill sites. Most of the existing landfills will be completely filled in less than 10 years. New waste management methods are needed in the immediate future to meet the State policy for reduction of wastes going to landfills.



Fiscal resources

Revenues and assessed valuation per capita vary widely among counties and among cities within counties. For counties, local taxes (property, sales, franchise) and income from other governmental agencies make up about 80% of total revenues, with Federal and State grants accounting for the greater share. The City and County of San Francisco is the only exception. There, local taxes are 48% of the total and grants only 27%. The percentage of San Francisco's revenues from these two sources is the smallest of all the counties. (Unlike counties, the major portion of city revenues (with few exceptions) comes from local taxes.)

Total revenues per capita in the eight counties other than San Francisco vary from \$218 in Solano County to \$300 in Contra Costa. San

Francisco's figure of \$753 per capita cannot be compared with the others because property tax revenues include both city and county tax levies.

In each of the eight counties some cities have per capita revenues that are far higher than those of the county and neighboring cities. In all cases these are cities with major industrial, commercial or high cost residential development.

Assessed valuation per capita in the counties ranges from \$2,777 in Solano County to \$4,749 in San Mateo. San Francisco's rate is \$4,123.

The local development policy survey shows that some areas do not have very much land that is — or can be — committed to new development. For example, Napa County, because much of its land is in agricultural preserve, can anticipate very little new development that might be a source of additional revenue.

To summarize

Human problems and environmental problems are unevenly distributed among counties and among cities within counties throughout the region.

So are the fiscal resources to help solve them. Many of the jurisdictions with the heaviest burdens have the fewest resources — or the lowest potential for increasing revenues other than through increased property taxes.

Many communities with critical needs have limited potential for attracting the kinds of industries offering job opportunities that match the skills of their unemployed residents.

Until well into this century, the San Francisco Bay Area and the rest of California was a promising frontier. People came to the Bay Area because it represented unparalleled opportunity. They came too because of its natural beauty.

For many people — though certainly not for all — the Bay Area remains a great place to live.

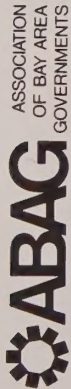
Over the years cities and counties have made a major contribution to life in the Bay Area. Visitors from other parts of the country are impressed by the level and variety of Bay Area local government services to their residents. Local elected officials today spend much time and energy making decisions about local development proposals, public safety and education programs. They are seeking new ways to stretch local tax dollars to pay for public services. And they're finding it a hard job to do.

One reason is that population changes, rapid development, and other social and economic forces have resulted in needs far exceeding resources. Moreover, there are widespread differences among Bay Area communities. And the gaps are widening.

No local government by itself can deal with gaps among communities. These are regional matters linked in large part to the region's economy and population. In the past few years Federal and State policies have reemphasized that local governments should be more involved in making areawide decisions. But many people believe that not enough progress has been made in deciding about certain regional issues — particularly urban growth and environmental management. In the immediate years ahead, Bay Area local governments will need to respond to a major challenge — how to strengthen their ability to make and carry out regional decisions.

This report raises pertinent questions about the region's future.





Hotel Claremont • Berkeley, California 94705

FIRST CLASS
U. S. POSTAGE
PAID
Permit No. 662
Berkeley, CA

U.C. BERKELEY LIBRARIES



C124901889